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REPORT
OF
SPECIAL COMMITTEE

APPOINTED BY THE LEGISLATURE
TO INQUIRE INTO

THE ORGANIZATION AND
ADMINISTRATION OF THE
UNIVERSITY OF TORONTO

PRINTED BY ORDER OF
THE LEGISLATIVE ASSEMBLY OF ONTARIO



TORONTO

Printed and Published by Clarkson W. James, Printer to the King's Most Excellent Majesty

1923

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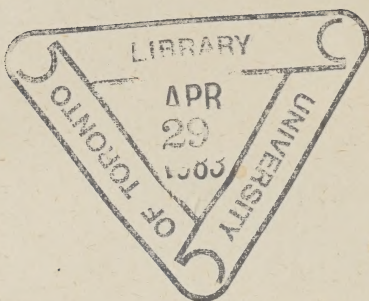
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REPORT OF SPECIAL COMMITTEE TO INQUIRE INTO THE ADMINISTRATION OF THE UNIVERSITY OF TORONTO.

To the Honourable the Speaker and Members of the Legislative Assembly of the Province of Ontario.

Acting under the authority of a resolution adopted by the House on June 8th, 1922, the special committee appointed to investigate the organization and administration of the University of Toronto met for organization purposes on the 25th of October, 1922, and commenced its inquiries into the matters set forth in the reference.

THE REFERENCE

The Committee was appointed on motion of Hon. Mr. Grant, seconded by Hon. Mr. Raney, as follows:

"That a Committee of this House, composed of Messrs. Drury, Doherty, Ferguson, Dewart, McCrea, Marshall, Watson, Swayze and Greenlaw be, and it is hereby, appointed to inquire into and report to this House in regard to any matters concerning the organization and administration of the University of Toronto, including its relation with Federated Colleges and with the Toronto General Hospital, and to make any recommendations which the Committee desire in the Public's interest. That this Committee have power to send for persons and papers and to examine witnesses under oath." The name of Mr. McNamara was subsequently added to the Committee.

SCOPE OF INQUIRY

In pursuance of the objects of the inquiry, a number of public meetings was held at the Parliament Buildings, Toronto, to which the representatives of the Press were admitted, and at which every facility was offered to any person interested in University affairs to make representations to the Committee upon the matters under investigation.

The Committee convened for organization purposes on Wednesday, the 25th October, 1922, the meeting being attended by the President of the University representing that institution, and by Col. Thos. Gibson, acting for certain of the alumni, for whom he asked and received permission to be officially recognized as counsel without remuneration.

Mr. Angus MacMurchy, K.C., President of the Federated Alumni of the University, and Sir Edmund Walker, Chairman of the Board of Governors of the University, voluntarily attended numerous meetings of the Committee and presented their views and the views of the bodies with which they are associated as to whether or not changes were desirable in connection with the system of government at present obtaining in the University of Toronto and the methods adopted in administering The University Act.

The President of the University was in continuous attendance at the meetings, and brought with him, from time to time, such officers of the University as the Committee desired to interrogate. During the course of the inquiry the Committee examined, among others, the Chairman of the Board of Gover-

nors, the President, the Chairman of the Finance Committee, the Chairman of the Connaught Laboratory Committee, the Chairman of the Property Committee, the Superintendent of Buildings, the Bursar, the Registrar, the Director of Extension Work, representatives of the Senate and the various faculties in the University and the heads of the Federated Colleges. Resolutions were received from certain of the faculties and the Senate setting forth their views. In addition, acting officially for the Federated Alumni of the University, Mr. MacMurchy made certain representations in writing (which he supported by argument); and Col. Gibson introduced numerous witnesses who were desirous of presenting testimony in connection with various phases of University administration, particularly the relationship of the Toronto General Hospital to the University.

Requests were made by the representatives of the University and of the Federated Alumni Association that copies of the proceedings should be supplied for consideration by their principals, and instructions were given that sufficient copies be procured to meet the reasonable demands of all parties interested in University affairs.

The inquiry covered three distinct phases of university affairs. First, the general administration of the University under the provisions of the University Act; secondly, the connection between the University and Toronto General Hospital; and, thirdly, the question of the divorcement of the Faculty of Education from Queen's University, Kingston, and the establishment of the College of Education at Toronto.

Throughout the investigation fourteen meetings were held and forty-three witnesses heard.

PRESENT CONSTITUTION AND ADMINISTRATION OF THE UNIVERSITY

In order to permit the House to grasp the purport of the matters which came under investigation, a brief outline of the present constitution, powers and functions of the University is presented at this juncture, as follows:—

The constitution, powers and functions of the University are defined in the "University Act, 1906," (R.S.O., 1914, Chap. 279.).

The management of the property, finances and academic business of the University is entrusted to the Board of Governors, the Senate, the Convocation, the Faculty Councils, the Council of University College and Caput. The functions of these various bodies are exercised subject to supervision and control by the Crown, as hereafter explained.

1. The Crown.—The Lieutenant-Governor in Council has the power to appoint and to remove the Board of Governors (with the exception of the Chancellor and the President); to appoint and remove the Chairman of the Board; his assent is necessary before the Board can make any expenditure which impairs the endowment of the University or College; through the Provincial Auditor or someone else appointed by himself, he audits the accounts of the Board, and he requires of them an annual report for submission to the Legislature.

2. The Board of Governors.—The Board of Governors consists of: The Chancellor and the President, ex-officio, and twenty-two persons appointed by the Lieutenant-Governor in Council one of whom is named as chairman of the Board. The appointed members hold office for six years, and one-third of the number retires every two years, but *these members are eligible for re-election*. The Board has power to appoint the President of the University; and to appoint or remove all of the officers and servants of the University or University College upon the nomination or recommendation of the President. The government, conduct, management and control of the University and University College and of property, revenues, business and affairs thereof are vested in the Board (University Act 1906, Sec. 37), but all expenditures of endowment must be authorised by the Lieutenant-Governor in Council. The Board makes by-laws, rules and regulations regarding the investment of the funds; the selling and leasing of University properties; the letting of contracts; the appointment and removal of the Bursar and his assistants, clerks and other officers and servants of the University; the rate of salary to be paid to the staff and officers; the fees to be paid by students; the annual appropriations and the transaction of other business.

3. The Senate.—The Senate consists of four classes of members: (1) Ex-officio members; (2) faculty members; (3) appointed members; and (4) elected members. The ex-officio members

are the Chancellor, the Chairman of the Board of Governors, the President of the University, the Principal of University College, the President or other head of each federated university or college, the Deans of the Faculties of Arts, Medicine, Applied Science and Engineering, Household Science, Education, Forestry and Music, all past chancellors, vice-chancellors and presidents. Representation of the faculties is made up as follows: The professors not including the associate professors, of the Faculty of Arts of the University; five members of the Faculty of Medicine; five members of the Faculty of Applied Science and Engineering; two members of the Faculty of Education; three members from each of the four Arts Colleges, University College, Victoria College, Trinity College and St. Michael's College. The appointed members consist of one representative appointed by each federated university, two by each federated college, one by the Law Society of Upper Canada, and one by each federated institution, subject, however, in the latter case to certain restrictions. The elected members number thirty-six, made up of twelve members representing the graduates in Arts who at graduation were enrolled in University College; five members each representing similar graduates in Victoria College and Trinity College; four representing the graduates in medicine; two each representing the graduates in applied science and engineering and in agriculture; two representing the graduates in law; and four representing the principals of collegiate institutes or high schools or assistants therein who are actually engaged in teaching in such institute or school. The graduates in medicine and law of Victoria University and Trinity College vote with the graduates of the University of Toronto in these same faculties.

The body thus composed is renewed once in four years, when all except the ex-officio members and the representatives of the Faculty of Arts of the University must retire, but are eligible for re-appointment or re-election. The Chairman of the Senate is the President.

The Senate has the power to fill any vacancy which may occur among the elected members of the Senate and to return a final decision in any dispute which may arise in connection with the Senate elections. Among the powers and duties of the Senate are the following: To provide for the regulation and conduct of its proceedings; for the granting of degrees, including honorary degrees, and certificates of proficiency, except in theology; for the establishment of exhibitions, scholarships and prizes; for the affiliation of any college established in Canada; for the dissolution or modification of the terms of affiliations; for the cancellations, recall and suspension of degrees; for the establishment of any faculty, department, chair or course of instruction in the University, or any department, chair or course of instruction in University College, except theology; for the conduct of the election of members of the Senate; for the appointment of examiners and the conduct of all university examinations other than those in the faculties; for the representation on the Senate of any faculty which may hereafter be established; for the preparation and publication of the calendars; to consider and determine on the report of the faculties, the courses of study in these faculties; and all other courses of study for which no faculty is created; to consider and determine on the report of the various faculty councils, the appointment of examiners and the conduct and results of the examinations in these faculties; to consider such matters as may be reported to it by the council of any faculty and to communicate its opinion or action thereon to the council; to hear and determine appeals from decisions of the faculty councils upon applications and memorials by students and others; to make rules and regulations for the management and conduct of the library and to prescribe the duties of the Librarian; to make such changes in its own composition as may be deemed expedient; and to make such recommendations to the Board as may be deemed proper to promoting the interests of the University and of University College or for carrying out the objects and provisions of the Act.

4. Convocation.—Convocation consists of the whole body of graduates of the University in all faculties. Except indirectly through its elected representatives, no part of the management of the University is exercised by it as a whole. It elects the Chancellor, and, in divisions according to faculty, it elects members of the Senate, as its representatives in arts, medicine, law, applied science and engineering and agriculture. Any question relating to University affairs may be discussed by it, and a vote taken. The result of such discussion is communicated to the Senate, which must consider the representation made, and return to Convocation its conclusion thereon.

5. Faculty Councils.—The seven faculties of Arts, medicine, applied science and engineering, household science, education, forestry and music have each a council, the president being chairman ex-officio of the first and the deans of the respective faculties of the other five. All professors, associate professors and assistant professors engaged in teaching students of any faculty have a seat and vote upon the council of the faculty whose students they teach; lecturers also, provided they are upon the permanent staff, have a seat, but no vote in the council. Each council is autonomous, and has the settlement in the first instance of all applications and memorials from its students, the drawing up of a curriculum of studies, and the appointment of examiners and the conduct of examinations. In the case of applications and memorials the settlement by the council is subject to an appeal to the Senate; in the case of courses of study, appointment of examiners and conduct of examinations, the decisions of the councils are subject to the approval of and confirmation by the Senate.

The Council of the Faculty of Arts includes the Principal of University College, the president or other head of every federated university, the dean of the Faculty of Arts, the teaching staff of University, Victoria, Trinity and St. Michael's Colleges (except in the case of those whose appointments are temporary), and one professor in the department of religious knowledge, appointed by each federated university or college.

6. The Caput.—The Caput is a committee composed of the President, the Principal of University College, the heads of the federated universities, the heads of the federated colleges, and the deans of the faculties of the University.

It has power to authorise teaching and lectures by others than the duly appointed members of the teaching staff, to exercise discipline over students, where more than one college or one faculty is concerned, or where breaches of discipline occur outside the buildings or grounds appropriated to the several colleges and faculties.

7. The Council of University College.—This body is composed of the Principal and the professors, associate professors and assistant professors of the College. It has committed to it the direction and management of the College with full authority over and entire responsibility for the discipline (including the imposition of reasonable fines) of the undergraduates in relation to the lectures and other instruction of the professors, lecturers and other teachers of the college; and no lecturing or teaching of any kind may be carried on in the College by other than the duly appointed professors or teachers without the authority of the council.

8. Federated Institutions.—The following institutions are federated with the University, viz: Victoria College, Trinity, St. Michael's College, Knox College and Wycliffe College. The president or other head of each is, ex-officio, a member of the Senate and of the University Council. In addition, Knox and Wycliffe Colleges each appoint two other representatives on the Senate. Victoria and Trinity Colleges each appoint one member and the graduates of each elect five more representatives to represent each college. All regular students matriculated in the University who are enrolled in University College or Victoria College or Trinity College or St. Michael's College, and who enter their names with the Registrar of the University are entitled to free instruction in Arts in the University. But this provision does not include exemption from laboratory fees, nor does it apply to graduate instruction. When a federated college, by arrangement with the University Council, teaches any part of the arts course, the Board of Governors may make a reduction in the fees of students taught in such college.

9. Revenues of the University.—In addition to the income from the balance of the original endowment and additions made to it from time to time, the Legislature grants to the University, annually, the sum of \$500,000 from the revenues of the Province. In addition, the annual deficit upon maintenance account is borne by the Province.

RELATION TO HOSPITAL

The connection between the Toronto General Hospital and the University is set forth in "The Toronto General Hospital Act, 1911," 1 Geo. V, 1911, cap. 80.

By this statute an agreement dated the 1st day of December, 1910, between the Governors of the University of Toronto and the Trustees of the Toronto General Hospital, and a by-law dated the 25th of January, 1911, respecting the medical staff of the Hospital, among other matters, were validated and confirmed. The agreement set forth the arrangement between the University and the Hospital in regard to the erection of the hospital building; and in order to settle differences of opinion as to the rights of the University in the matter of clinical instruction in the hospital, a Joint Hospital Relationships Committee was appointed consisting of four Governors and four Trustees. The Board of Trustees was required by the Act to pass the by-law above referred to, which, as in the case of the agreement, forms a schedule to the Act, and governs all appointments to the staff of the hospital and the number and kind of services to be established.

By Chapter 59, Section 17, 1906, all by-laws were to be laid before the Lieutenant-Governor-in-Council within thirty days of enactment, and to go into force one month afterwards unless disallowed. The law was amended in 1908 providing that such by-laws should not go into force until approved by the Lieutenant-Governor-in-Council (Chap. 33, Sec. 60, 1908), and confirmed by Chapter 84, Section 21(2), 1913, and the revised statutes of 1914, Chap. 299, Section 21 (2).

PHASES OF THE INVESTIGATION

At the organization meeting of the Committee a memorandum was submitted from the Chairman of the Board of Governors outlining the system of government. This was compared with the methods followed in English and American Universities and elsewhere; and, in conjunction with the University

Act of 1906 (the present charter of the University), and the reports of the Royal Commissioners of 1906 and 1921, furnished the Committee with ample material upon which to form opinions in the matters subsequently submitted for consideration.

In the early stages of the inquiry, the chief phase of administration which came under review was that of Graduate Representation on the Board of Governors; and, in this connection, the evidence of three distinct bodies of opinion was received:—(1) Those represented by Col. Gibson, who favoured graduate representation on the Board *by election*; (2) the Federated Alumni, represented by Mr. MacMurchy, who favoured appointment of Alumni (as such) to the Board by the Cabinet from nominees of the Federation; and (3) the representatives of the University, who desired no change. Eventually Col. Gibson modified his demands, and expressed himself in favour of the recommendations made by the Federated Alumni.

The Financial condition of the University was reviewed in detail, and various suggestions received as to the best method of supporting the institution.

The functions of the Board of Governors, the Property Committee, the Senate, the President, the Faculties, the Bursar, the Registrar, the Director of Extension Work, and other departments and officials of the University were explained to the Committee.

It was found that the relations between the University and the Federated Colleges, namely Victoria College, Trinity College, St. Michael's College, Knox College and Wycliffe College are of the most cordial character. The present representation of these federated institutions on the Senate and University Council completely filled their requirements, and worked with commendable regularity and smoothness. No change was advocated in the provisions of the University Act, so far as these Colleges were concerned.

One of the most important contributions to the investigation was a memorandum of suggestions submitted by the Federated Alumni Association. This will be found among the exhibits to the Committee's Report, and with certain modifications, proved a valuable starting-point from which the Committee could sense the trend of the investigation.

A special phase, requiring close examination, developed, as the investigation proceeded, namely, the connection between the University and the Toronto General Hospital. Interwoven with the hospital question were others relating to gifts, and appointments to the Hospital staff. The University and Hospital authorities were called upon to defend certain reorganizations which had taken place in the internal administration of the hospital, and which had varied the terms set forth in the by-law forming part of the statute governing its administration. Allegations were made that conditions attached to gifts from the late Sir John Eaton and the Rockefeller Foundation had influenced the type of organization now adopted in the hospital; had affected appointments; and had deprived the hospital and the medical students of the experience and advice of highly-qualified physicians who were "re-organized" off the staff.

A great deal of evidence was taken both in favour and against the reorganizations which had taken place in both medicine and surgery; an important point raised by those opposed to it being, that the by-law which brought about the reorganization was not approved by the Lieutenant-Governor-in-Council, as required by statute. Many eminent physicians and surgeons gave the Committee the benefit of their views.

The Committee enjoyed the advantage at one stage of the proceedings, of hearing from Hon. Dr. Cody, Sir Thos. White and Sir William Meredith,

who from their wide experience were able to contribute valuable testimony as to the effectiveness of the present University Act.

A most interesting and impressive feature of the work of the Committee was a visit to the University Buildings, where the achievements of the University in Scientific Research (including the liquefaction of Helium and the production of Insulin), and the general academic proficiency of the institution were demonstrated in such a way as to elicit the approbation of the visitors.

Through this report the Committee desires to congratulate the University staff upon their accomplishments, and the people of Ontario upon the possession of such an invaluable asset as this publicly-owned University.

CONCLUSIONS

After carefully weighing the evidence adduced, the Committee has arrived at the following conclusions:—

FINANCIAL SUPPORT

In the report of the Royal Commission on University Finance, 1921, the recommendation was made that for the maintenance of the Provincial University and of University College there be restored the basis of support in the Act of 1906, viz., a yearly sum equal to fifty per cent. of the average of the Succession Duties for the three preceding years. That suggestion was reiterated before your Committee. The Committee has come to the conclusion, however, after due consideration, that the present method of making an annual statutory grant of \$500,000.00 to the University, with Cabinet consideration of the balance of requirements from year to year, furnishes a more satisfactory check upon University expenditures than the system suggested, and advises that the method now in operation be continued.

POWERS OF BOARD OF GOVERNORS AND SENATE.

No change is recommended in the present powers of the Board of Governors; but it is recommended that:—(a) Plans for the erection of new buildings and extensions, and substantial alterations on existing buildings; and (b) terms of gifts offered to the University, be subject to the approval of the Senate, before acceptance by the Board of Governors.

The Committee is of opinion that the erection, alteration or extension of buildings has a peculiar relationship to the academic side of University life, and therefore, the Senate's approval of these matters should be an indispensable part of the procedure.

Again, inasmuch as the conditions attached to gifts made by private benefactors may vitally concern the policy of the University in educational matters, it appears to the Committee, not only desirable, but essential, that the Senate should pass on the terms of such gifts before acceptance, and that the Board of Governors should be guided by the expressed opinion of the Senate.

APPOINTMENTS, PROMOTIONS AND RETIREMENTS WITHIN UNIVERSITY

A great deal of criticism was levelled at the system in operation regarding appointments, promotions and retirements, and numerous suggestions were made in the direction of requiring the President, by statute or otherwise, to consult a Committee before taking action. Your Committee was advised that it has been the custom of the President to follow that procedure in the past, but that he used his own discretion as to the personnel of his Committee of Advisers.

No good purpose would appear to be served by placing a statutory obligation upon the President to consult any stipulated body of advisers. At the same time, the evidence submitted would lead to the conclusion that consultation with a committee, as widely representative as possible of the Faculty concerned, would be extremely valuable as well as desirable. We therefore recommend that the President, whenever an appointment, promotion or dismissal is in contemplation, consult with a committee elected by the Faculty concerned, whose advice should not be ignored except for very weighty reasons.

FIRST YEAR UNIVERSITY WORK TO THE HIGH SCHOOLS AND COLLEGIATE INSTITUTES

Connected with the problems concerning the Faculty of Medicine was the length of the present medical course. When what is called the "Six-Year Course" was inaugurated, the entrance requirement was junior matriculation, but in 1922 the entrance standard was increased to Honour matriculation; so that, in reality, it was pointed out, from the time a student passes his junior matriculation until he graduates in medicine it has occupied him seven years.

The question of transferring the First Year work in Medicine (which is entirely academic) to the High Schools and Collegiate Institutes of the Province, thus reducing the actual course in residence at Toronto by one year, is along the line of the more general suggestion of the Royal Commission on University Finances, 1921, which recommended as follows:—

"That if the future increase of candidates seeking admission to the universities should be so great as to make still further increase of staff and buildings necessary, the Department of Education and the universities of the Province be asked to consider the transfer of the present first year university work to the collegiate institutes and high schools."

The Committee in its investigation was concerned with this question only in its relation to the Faculty of Medicine. It concurs, however, in the decision above referred to, particularly stressing the necessity for action along these lines, in order to reduce the length of time required to be spent actually in the University to graduate in Medicine.

UNIVERSITY EXTENSION WORK

The work of the Extension Branch of the University of Toronto merits the highest praise. The effort made to bring the advantages of higher education to those who cannot attend the regular sessions of a University, constitutes an appealing claim to the support of those who by reason of age or financial circumstances are unable to take the usual college course. There is now no reason why systematic education, under skilled direction, should cease with adolescence. Highly trained University men visit numerous centres throughout the Province periodically; Correspondence Courses and Summer Schools are held; Tutorial instruction is given; and it is in this department that the University joins

hands with the Workers' Educational Association in meeting the demand of the workers for higher educational facilities.

Adequate financial assistance should be granted by the Government for carrying on this important work, which the Committee most heartily commends.

SCIENTIFIC RESEARCH

The Committee is in fullest accord with the view of the Royal Commissioners on University Finances, which reported in 1921, that "the modern University has a two-fold task. (a) It must give to its students a competent knowledge of what is already known, and (b) it must seek to add something to the existing stores of knowledge, and to train men for this work of productive scholarship and original scientific investigation."

The Committee recommends that in view of the splendid results obtained through Research work in the University, culminating in such discoveries as Insulin, the method of liquefying Helium and recent developments in the realm of Anaesthesia, generous provision should be made for the furtherance of the efforts of those engaged in Scientific Research.

COMPOSITION OF THE MEDICAL FACULTY IN THE UNIVERSITY

Under the University Act, the Council of the Medical Faculty consists of its "teaching staff"—precisely the same as in the case of the Faculty of Arts. Under that limited constitution lecturers and instructors whose appointments are temporary may not be regarded as on the staff, and also those on the permanent staff, who thereby become members of the Council, may act as assessors only and are not entitled to vote. On account of the growing tendency in medical education to employ more and more non-clinical or primary instructors, it was alleged that there was a danger of altogether submerging the practical teacher in voting power.

The Faculty of Medicine, so far as lecturers and instructors are concerned, differs widely from that of the Faculty of Arts, inasmuch as some practical physicians and surgeons of wide experience who teach medicine, etc., in the Hospital wards part of their time and earn their livelihood by the practice of their profession, are debarred from voting on the Council by the peculiar construction of the Act.

A large part of the duty of the Medical Council consists in the arrangement of services and methods of clinical teaching and the care of the sick in the Hospital; and a suggestion to give to medical clinicians a different status under the Act met with general approval.

It is therefore recommended that the University Act be amended, so as to provide that in the case of the Council of the Faculty of Medicine, the words "teaching staff" shall be interpreted to mean that lecturers and instructors in the clinical departments, who are members of the Council, shall act as assessors for three years only, after which they shall be entitled to vote; and that in the case of the teachers in the Primary departments of Medical Education, the full professors only be entitled to vote.

Section 70 of the University Act should therefore be amended in accordance with the draft amending Act forming part of this report.

QUEEN'S UNIVERSITY, KINGSTON, AND THE ONTARIO COLLEGE
OF EDUCATION, TORONTO

Remotely connected with the matters under investigation, but which the Committee dealt with in order to dispel any uncertainty as to the position of the Ontario College of Education, was an alleged misunderstanding between the University at Kingston and the Government in connection with the removal of the Faculty of Education from Queen's University and the establishment of the College of Education in Toronto. The Principal of Queen's pointed out that the removal of their Faculty was contingent upon the elimination of the Faculty of Education from the University of Toronto, and that although Queen's had lost its Faculty, it would appear that the University of Toronto still retained its Faculty of Education under the name of the Ontario College of Education. Further, the Principal questioned the contention that a grant of \$400,000.00 for the medical school was made on condition that the Faculty of Education be discontinued.

A reference to the exhibits and the evidence will make clear the details of the dispute. The Committee is convinced that (a) when it was made clear that the Government was not in a position to give a substantial grant to the Medical Department of Queen's University and at the same time provide the funds necessary for placing Queen's Faculty of Education on a satisfactory basis, the authorities of the University accepted the grant to the Medical Department on the understanding that the Faculty of Education was to be discontinued; and (b) that the Ontario College of Education is quite different from the quondam Faculty of Education in the University of Toronto, and is, in effect, a provincial institution under the control of the Department of Education. The agreement between the Minister of Education and the University of Toronto under which the College of Education was established, secured control of the institution by the Government in the following ways:—

1. The courses of study and regulations affecting the training, conduct and health of the students must be approved by the Lieutenant-Governor in Council on the report of the Minister of Education.
2. All appointments to the staff are made on the approval of the Minister of Education.
3. Provision is made for the inspection of the College by the officers of the Department of Education.
4. The budget of the College is voted annually as a part of the estimates of the Department of Education.

CONTRIBUTION TO SUPPORT OF UNIVERSITY BY THE CITY OF TORONTO

Having had under consideration the advantages accruing to the City of Toronto through the location of the Provincial University within its borders, the Committee is of the opinion that Toronto should contribute towards the upkeep of the institution in a measure commensurate with the benefits derived. Among the exhibits will be found a memorandum setting forth in detail the bases upon which the Committee arrived at this conclusion. It is not generally known that the estimated sum of \$3,500,000 is expended in the City annually by the University and the students, and another \$500,000 saved to the City, without taking into consideration money expended for new buildings, which provide employment for Toronto workmen.

MINISTER OF EDUCATION ON THE BOARD OF GOVERNORS

Consideration has been given to a proposal to appoint the Minister of Education as an ex-officio member of the Board of Governors. A serious objection to such a step is the dual capacity in which the Minister would then be serving. If he acquiesced in some particular decision of the Board he would be obliged to defend it in Council. It is his duty to present the University estimates to the Cabinet, and his prior action on the Board would practically commit him to a certain course of action. The Committee, for these reasons, has rejected the suggestion.

CONVOCATION

A point raised in evidence that Convocation, which now consists of all the graduates of the University and of the federated universities, has never functioned except to confer degrees, appears to support the representation made by the Federated Alumni Association that the University Act be amended so as to provide that the Alumni Federation be substituted for Convocation as it is now constituted by the Act.

The Alumni Federation is a body of active graduates and undergraduates which has for its objects the promotion of the welfare of the University, and to deal as a body with matters affecting the common interests of the Alumni. During the war money was raised for the provision of a base hospital overseas, and after the war students were assisted financially to proceed with their courses which service to their country had interrupted. The Association has also embarked upon a plan of publicity in order to bring the needs of the University before the people.

In view of this condition, the Committee approves of an amendment to the University Act providing that Convocation shall consist of the Alumni Federation of the University of Toronto, as at present constituted.

LABOUR REPRESENTATION ON BOARD OF GOVERNORS AND SENATE

It was urged in a memorandum presented by the Toronto District Labour Council that "Labour" should be given representation on the Board of Governors and the Senate, in the belief that such representation would bring the University and the people into closer sympathetic touch.

The Committee was greatly impressed by the valuable work which is being carried on by an off-shoot of the Labour organization, namely, the Workers' Educational Association, in, as they themselves put it, "bridging the gap" between the Universities and the workers. The Committee desires to compliment the Workers' Educational Association on the progress it has made. The Committee recognizes in this work the basis of a claim by the representatives of Labour for a voice in the administration of University affairs. The Association, however, has not yet been organized to a degree sufficient to justify its recognition by the Government as representing the whole of the workers of the Province. In the course of time, no doubt, the organization will become Province-wide, so that it will be possible for the workers all over the Province to come into closer touch with University work. Until such an organization is built up, the Committee does not feel that they would be justified in recommending the adoption of the suggestion for representation of Labour on the governing bodies of the University.

It is recommended that the question be kept under consideration by the Government, and that upon the future progress of the Workers' Educational

Association should depend the question of representation on the two Boards in question.

ALUMNI REPRESENTATION ON THE BOARD OF GOVERNORS

Representations were made to the Committee that it was desirable and in the interests of the University to grant to the graduates of the University (as such) direct representation on the Board of Governors by at least eight members, or one-third of the total membership. In support of this proposal an effort was made to show that the personal interest of the graduates and under-graduates was being lost through the lack of direct representation on the governing board. Notwithstanding the fact that already, under the present method of appointment, the graduate body is well represented on the Board by individual graduates, the point was stressed that the granting to the Alumni Federation of the privilege of a direct voice in the administration of the University would stimulate a more active interest in its affairs on the part of the Alumni, between whom and the University exists a subtle bond of affection and loyalty—the tie of personal pride and interest. The Committee was urged to consider the claims of the Alumni as a body desirous of giving unselfish service to the University. It was submitted that graduates were among the most active of the present board, and the proposed increase of graduate members would create a more efficient body for bringing the University to the people.

Your Committee believes that it would be in the interests both of the University and the public to have on the Board representing the Alumni body eight members directly elected by the Alumni Association, and recommends that the statute be changed to carry this proposal into effect. Concurrent with the passing of this legislation, the present Board of Governors should be asked to place their resignations in the hands of the Cabinet; and, being eligible for re-appointment, it is suggested that of the twenty-two members so retiring (the President and Chancellor being permanent ex-officio members), fourteen be immediately reappointed by the Government, together with the eight members whom the Alumni Association would be called upon to elect under the suggested amendment to the statute.

UNIVERSITY REPRESENTATION IN LEGISLATURE

Notwithstanding the uniform absence of such parliamentary representation up to the present time on this Continent, it may well be in view of the strong opinions expressed in its favour during the sittings of this Committee that such a step would be of great advantage to the interests of the Universities and of education in all its branches in this Province. Although much difference of opinion exists on the subject at present, further discussion of this important and interesting question may yet lead to the formation of a strong public opinion in Ontario favourable to such representation being granted.

TORONTO GENERAL HOSPITAL REORGANIZATIONS

Of all the questions which came before the Committee, the arrangement between the Toronto General Hospital and the University, under the agreement referred to in a previous section, forced itself to the forefront of the discussion. It was stated, in the first place, that a certain reorganization in the Medical Service within the Hospital, which took place in 1919, and a similar reorganization in Surgery which occurred in 1920, whereby a "full-time" Professor was placed in charge of each of these services was detrimental to the best interests

of the public and the medical profession, and violated the law contained in the schedules to the Toronto General Hospital Act (1 Geo. V, chap. 80, 1911), which provided for three co-ordinate services in Medicine and four co-ordinate services in Surgery, as well as several single services in other technical branches of Medicine. Under that statute there was to be a Head of each service. The Heads in Surgery were to retire at the age of fifty-five and the Heads in Medicine at sixty, with a provision for extension to sixty and sixty-five years respectively. In addition, complaint was made that the "full-time" Professor was not obliged to devote all his time to the Hospital but was allowed to compete with practitioners not on the staff in outside practice, and that whereas certain distinguished members of the staff had been removed under the reorganizations (even when under the age-limit) certain others were retained after they had passed the age-limit. The system of appointments to the Hospital staff at present obtaining was severely criticized and condemned. Further, it was alleged (and by the terms of the gifts the point would appear to be well taken) that a certain benefaction amounting to \$500,000 from the late Sir John Eaton, known as the "Eaton Endowment", brought about the reorganization in Medicine; and that an appropriation of the Rockefeller Foundation to the University of Toronto of \$1,000,000 conditioned and made possible the reorganization in Surgery.

The Reorganizations

Your committee wishes to record its disapproval of the reorganizations in the Medical and Surgical Departments and the Departments of Obstetrics and Gynaecology, which it finds to be illegal and unauthorized, and to state that no order-in-council should now be passed confirming what was irregularly done, but that the matter be referred back to the proper authorities for reconsideration, pending which no legislative action shall be taken.

Removal of Certain Doctors.

In connection with the release of certain doctors from the Hospital staff, the Committee considers that the Board of Governors and the Trustees of the Hospital respectively showed a regrettable lack of consideration for, and appreciation of, the valuable and efficient services rendered to the University and the Hospital for many years by those whose services were abruptly and irregularly terminated under the authority and with the approval of the President of the University, through the introduction and enforcement of a method which admittedly is an experiment and is not authorized either by statute or by Order-in-Council.

Hospital Appointments.

In regard to Hospital appointments, we find that the agreement dated the first day of December, 1910, between the Governors of the University of Toronto and the Trustees of the Toronto General Hospital, which forms a schedule to the Toronto General Hospital Act, 1911, and which was confirmed and validated by the said Act, provides by Clause 9 thereof for a Joint Hospital Relations Committee comprised of four of the Governors of the University and four of the Trustees of the Hospital.

By Clause 12 of the agreement, the Heads of Departments in the Faculty of Medicine of the University are entitled ex-officio to a regular service in the Hospital, and the Trustees of the Hospital have no option but to appoint these Heads to the Hospital staff.

Other appointments to the Hospital staff, by Clause 15 of the agreement, are to be made only on the nomination of the Joint Committee; and, if they are unable to agree, by the President of the University and the Chairman of the Trustees or a majority after including a third person appointed by themselves.

The situation which has actually resulted is that the Hospital staff is controlled absolutely by the University, and no member of the Medical Profession not on the University staff may attend patients in the Hospital except in the private and semi-private wards.

The Committee is of opinion that such a condition is undesirable, and recommends that the present agreement between the Hospital and the University be abrogated and a new agreement entered into and validated by the Legislature, which, while preserving to the University the widest rights in regard to clinical instruction for its students in the Toronto General Hospital in connection with public ward patients, shall leave to the Hospital Trustees the sole right of appointment to positions on the Hospital staff.

Eaton and Rockefeller Gifts and Re-organizations.

As to the relation of the Eaton and Rockefeller gifts to the changes in organization, it seems clear to the Committee from a perusal of the terms of the gifts that the Eaton endowment did contain a provision which may have resulted in the appointment of the single head in lieu of three co-ordinate Heads in Medicine; and that the Rockefeller gift did contain conditions regarding salaries and the limitation of students, which, although having little bearing on the reorganization in Surgery, are, in the opinion of the Committee, highly undesirable. The Committee has no hesitation in saying that in a publicly-owned University, private endowments should not be accepted if, attached to them, are conditions which would bind the University Governors to any particular policy or course of action.

Fee-splitting.

This is a practice which has come to the attention of the Committee that casts a reflection, undeservedly, upon the whole Medical profession. The honour, integrity and etiquette of the profession are usually jealously guarded. The nefarious custom of fee-splitting appears to be beyond the reach of the ordinary disciplinary methods of the profession; and we, therefore, recommend that no Hospital receiving Government aid shall continue to receive such assistance unless it guarantees that every doctor making use of the Hospital facilities will, neither directly nor indirectly, be guilty of the practice known as fee-splitting.

Physicians and Surgeons Not on Staff to have Access to Public Wards.

The Committee does not favour the present practice of excluding a large percentage of practitioners from attending their patients in the public wards of the Toronto General Hospital. It is estimated that in Toronto 80 per cent. of the physicians are excluded from hospital practice, thereby preventing their maintaining the high standard which should be available for their patients, who represent the vast majority of the public. It was submitted in evidence that consultations and diagnoses made by outside general practitioners, following the onset of disease and prior to the patient's admission to the hospital, are largely unavailable for the hospital staff. They have to begin where they get the patient, because of the exclusion of the outside physician.

It is recommended that the University and Hospital authorities together attempt to devise a means of enabling the practitioner, not on the University staff, to practise in the hospital, in the general interests of public welfare.

All of which is respectfully submitted.

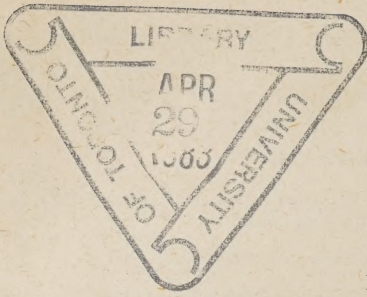
EDGAR WATSON,
H. H. DEWART,
C. F. SWAYZE,
F. H. GREENLAW,

J. MCNAMARA,
THOS. MARSHALL,
G. H. FERGUSON,
C. MCCREA,
E. C. DRURY, *Chairman.*

Toronto, May 2nd, 1923.

SUMMARY OF RECOMMENDATIONS

1. That the relationship between the University of Toronto and the Federated Colleges, having proved at all times eminently satisfactory, be not disturbed.
2. That the present method of financing the University be continued.
3. That (a) plans for the erection of new buildings and extensions, and substantial alterations on existing buildings; and (b) terms of gifts offered to the University, be subject to the approval of the Senate before acceptance by the Board of Governors.
4. That in considering appointments to, promotions on and retirements from the University staff, the President consult with a Committee as widely representative as possible of the Faculty concerned, whose advice should not be ignored except for very weighty reasons.
5. That the Department of Education provide throughout the Province convenient facilities for taking First-Year University work through the High Schools and Collegiate Institutes.
6. That the Government encourage the Extension work of the University by adequate financial assistance.
7. That generous provision be made for the furtherance of the efforts of those engaged in Scientific Research.
8. That the composition of the Council of the Faculty of Medicine be revised, so as to enable lecturers and instructors in the clinical departments to vote after serving as assessors for three years, and restricting the franchise in the primary (non-clinical) departments to full professors only.
9. That the status of the Ontario College of Education be continued as at present.
10. That the City of Toronto contribute towards the support of the University.
11. That the Minister of Education be not a member of the Board of Governors.
12. That "Convocation" consist of the Alumni Federation of the University of Toronto as at present constituted.
13. That the Government consider future representation of the Workers' Educational Association on the Board of Governors and the Senate, on conditions set forth in the section of the Report relating to the representation of Labour.
14. That the Federated Alumni Association of the University of Toronto be entitled to elect eight representatives out of a total of twenty-four, by direct election, to the Board of Governors.
15. That the question of permitting representation in the Legislature to the University be given earnest consideration by the Government.
16. *Re Toronto General Hospital.*
 - (a) That the re-organizations in Medicine, Surgery and Gynaecology (1919 and 1920) be referred back to the proper authorities for reconsideration.
 - (b) That the method of removal of certain doctors from the staff was unfortunate.
 - (c) That a new agreement regarding Hospital appointments be entered into by the University and the Hospital.
17. That hospitals receiving Government aid guarantee against the practice of "fee-splitting" by doctors practising therein.
18. That an effort be made to devise a means whereby doctors not on the University staff may have access to the public wards of the Hospital.



DRAFT BILL.

AN ACT TO AMEND THE UNIVERSITY ACT.

HIS MAJESTY, by and with the advice and consent of the Legislative Assembly of the Province of Ontario, enacts as follows:—

1. Section 19 is amended by striking out the words "and twenty-two" in the third line thereof, and substituting the word "fourteen," and by adding after the word "Council" in the last line thereof the words "and eight persons elected directly by the Alumni Federation of the University of Toronto."

2. Section 25 is repealed and the following substituted therefor:—

"25. (1) The appointed and elected members of the Board shall hold office for four years and until their successors are appointed or elected.

(2) Two of the elected representatives and four of the appointed members shall retire each year, but shall be eligible for re-election or re-appointment as the case may be.

(3) The names of the elected Alumni representatives shall be transmitted to the Lieutenant-Governor-in-Council before the first day of June in each year, and in default thereof vacancies on the Board of Governors shall be filled by the Lieutenant-Governor-in-Council."

3. Section 26 is hereby repealed.

4. Section 48 is amended by adding thereto the following clauses:—

"(t) approve all plans for the erection of new buildings and extensions to or alterations of existing buildings;

"(u) approve the terms of proffered endowments before acceptance of such endowments by the Board of Governors."

5. Section 51 is repealed, and the following substituted therefor:—

"51. Convocation shall consist of the Alumni Federation of the University of Toronto as at present constituted."

6. Section 70 is amended by adding after the words "teaching staff" in the first line thereof, the words "except in the case of the Faculty of Medicine," and by adding the following subsection as sub-section (2) thereof:—

"(2) In the case of the Council of the Faculty of Medicine, "teaching staff" shall not have the limited meaning given to it under the provisions of the Act relating to the Council of the Faculty of Arts, but lecturers and instructors in the clinical departments who are members of the Council shall be deemed to be members of the "teaching staff" after serving as assessors for three years and shall then be entitled to vote, and in the Primary departments of the Faculty of Medicine full professors only shall be deemed to be members of the "teaching staff" and thereby entitled to vote."



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